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Green Paper: The Lancaster Sound Region:  
1980 - 2000

Summary



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Publications

## GREEN PAPER

### THE LANCASTER SOUND REGION: 1980 - 2000

#### ISSUES AND OPTIONS ON THE USE AND MANAGEMENT OF THE REGION

#### SUMMARY



Lancaster Sound Regional Study  
H.J. Dirschl,  
Project Manager,  
January, 1982.

## SUMMARY

Lancaster Sound, a magnificent part of Canada's high Arctic, poses a great challenge to Canadians in planning for the future uses of the country's natural resources.

Ecologically, the Sound is possibly the richest, most productive area in the entire Arctic. It is also the entrance to the Northwest Passage, and is thus a potential transit route for increased shipping if industrial development of any kind proceeds in the Arctic. Since the Sound also has a hydrocarbon potential of its own, important decisions have to be made about the safety of possible oil and gas exploration and development there, as Canada pursues its national objective of energy self-sufficiency. Weighing heavily in the balance of considerations for future uses of Lancaster Sound are the interests of the Inuit who continue to depend on the area's abundant biological resources.

An Environmental Assessment and Review Process (EARP) panel, deliberating on a proposal to drill in the Sound, concluded that a meaningful assessment could not be made in isolation from the broader issues affecting the region. The Minister of Indian Affairs and Northern Development accepted the recommendation that a comprehensive review of these issues be undertaken, and the Lancaster Sound Regional Study was established by the department in conjunction with the government of the Northwest Territories and the federal departments of Energy, Mines and Resources, Environment, Fisheries and Oceans, and Transport.

An interdisciplinary working group, consisting of specialists from the participating departments and several outside consultants, adopted a regional planning approach to identify and analyze the significant issues bearing on the future uses of the region, and to set the stage for comprehensive planning. A detailed data base, summarizing the present state of knowledge of Lancaster Sound as it related to regional planning, was assembled. It consisted of a data atlas dealing with the region's physical and biological characteristics and renewable resource use patterns and illustrating present and potential industrial and commercial activities. Five background reports, containing 12 individual papers that provided more detailed information on these subjects, completed the data base. A synthesis of this information, together with an analysis of the issues, was produced by the working group in the form of a draft green paper. All material was made available in English, French and Inuktitut.

The purpose of the draft green paper was to stimulate public participation in the identification of issues and the subsequent formulation of options for the planning and use of the Lancaster Sound region. An answer was sought to the question: "What do you believe would be our best plan for Lancaster Sound?"

Release of the draft green paper in February 1981 by the Minister of Indian Affairs and Northern Development was followed by an extensive public review phase with meetings and workshops held in the North and the South. The viewpoints expressed by the public during this phase clarified many issues and resulted in a number of recommendations that have been considered in the preparation of this report. The final green paper is intended to foster continued discussion, focussing on the resource use options presented and the regional planning process.

#### **Concerns and Issues**

One of the major concerns identified by the Lancaster Sound Regional Study pertains to the environment and its continued use by the Inuit. The Sound's biological productivity is of global significance and the area will require comprehensive protection measures. The Inuit, fearing the boom-and-bust effects of non-renewable resource exploitation, would prefer a stable economy based on renewable resource use. Inuit are very concerned about the environmental risks of year-round shipping of liquefied natural gas (LNG) and oil, and the possible effects of such shipping on the animals they hunt. Most Inuit oppose further development now, feeling time is needed for social adjustment, the settlement of land claims, and the development of safer technology.

Industry representatives emphasize that not all industrial activities have the same effects on the environment, and that drilling, mining, and shipping are not incompatible uses of the region. They maintain that existing legislative controls are adequate to ensure environmental protection and that social disruption can be prevented by proper planning. Industry believes it is not in the national interest to delay industrial development.

Relative priorities for the delineation and development of Canada's offshore hydrocarbon potential have not yet been established by government, but spokesmen stress that hydrocarbon exploration at any cost has never been its policy.

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Much of the public attention focusses on the issues underlying the development and political evolution of the North. In view of the ongoing land claim negotiations, the pace and timing of development is a major issue for Inuit, government and industry alike. Meaningful participation by local people in planning and decision-making and the potentially unequal distribution of social costs and benefits from development are major issues affecting the continued ability of the Inuit to choose their own lifestyle.

#### Options for Future Use

The green paper presents six alternatives for the future use of the region, based on opinions expressed during the public review. The options range from strict environmental protection to concerted economic development. None of these options has been endorsed by government, industry or the public, and they are presented solely for discussion purposes. For each option a rationale and a description of activities and their implications for the Inuit, the region, and the nation are given and assessed.

**The options are:**

**No new development** of any kind, including conservation and renewable resource development, or expansion of existing activities would be permitted for the foreseeable future, or until changing social, economic or conservation requirements necessitated re-evaluation of this option.

**Protection of the environment** and biological resources would be assured before further resource use projects are permitted. A comprehensive strategy matching conservation requirements with appropriate levels of protection would be designed and implemented.

**Development of the renewable resource base** would support the long-term economic requirements of the Inuit in a manner more compatible with their traditional pursuits and with the protection of the environment.

**Development of the Northwest Passage** as a year-round shipping route would enable Beaufort Sea and high Arctic oil and gas to be transported to east coast markets. Industrial development in the region would be limited to activities supporting shipping.

**Balanced development** of renewable and non-renewable resources would be implemented based on careful planning and with due regard for social and environmental impacts.

**Non-renewable resource economy** giving priority to the extraction and shipping of the region's hydrocarbon and mineral resources would be in the national interest and could take place within the context of existing regulatory processes.

Further public discussion following the release of the green paper is expected to lead to a narrowing of these options before they are considered by government.

#### **The Framework of Policies and Initiatives**

Canadian sovereignty over the Arctic Archipelago is established under international law and the waters within the islands, including the Northwest Passage, are internal waters under Canadian jurisdiction. Canada has given assurances that passage would not be denied to foreign vessels adhering to Canadian safety and pollution control regulations.

The northern development policy that the government has followed since 1972 seeks to balance the needs and aspirations of northerners, the maintenance of environmental quality and the development of renewable and non-renewable resources, in a manner that is environmentally sound and compatible with both northern and national interests.

Effective participation by northerners in the decision-making processes is also an important component. Government departments are developing specific policies and strategies for land use development, environmental management, and the implementation of the national energy policy.

Under the aegis of the Inuit Tapirisat of Canada, the Inuit are currently negotiating a settlement of their comprehensive aboriginal land claim with the federal government and are seeking the creation of a new territory - "Nunavut" - in the central and eastern Arctic. Preliminary discussions on the claim began in the mid-1970s and formal negotiations began in late 1980. Agreement has recently been reached on the wildlife use and management component of the overall settlement. Other issues to be negotiated include land ownership, management and planning; socio-economic development and communications; monetary compensation.

During the course of the negotiations the Inuit have proposed several interim measures including a three-year moratorium on drilling in Lancaster Sound and an independent inquiry into oil tanker traffic in the Northwest Passage.

## Regional Planning

The public review phase demonstrated a clear consensus on the need for an ongoing planning process to guide development according to principles and objectives arrived at with the involvement of local residents and to seek an accommodation between the potentially conflicting goals of development in the national interest and the maintenance of lifestyle choices for the Inuit. Until land claims are settled, Inuit would prefer an interim management board with equal northern and southern representation. Industry, while favouring consultation with northerners, believes that decisions should be weighted toward the national interest. Federal departments and the government of the Northwest Territories support ongoing community-based planning to meet regional goals.

The department's northern land use planning policy is designed to improve the management of lands, offshore areas, and resources, and to resolve resource use conflicts in the northern territories. The details of the planning and operational structures are now being decided, and public involvement and input is assured.

Various alternatives for a regional planning body for the Lancaster Sound region were suggested in the public review of the draft green paper. In this paper two widely different options for implementing a regional planning process are put forward to stimulate discussion. It is clear, however, that any planning forum for the region that is eventually adopted must be capable of functioning within the framework of the northern land use planning process.

The first is an interim advisory committee which could be set up expeditiously with its terms of reference established through consultation. This committee, with a substantial proportion of members from the North and an impartial chairman, would be assisted by a planning staff and a technical advisory group. Its mandate could include consulting with all project proponents, intervening in regulatory hearings, planning workshops, preparing a regional plan and making recommendations to the minister.

The second option, a planning board, would be established under federal legislation and have the authority to prepare and implement a regional plan. The board could pursue comprehensive physical, economic and social planning, and license resource use activities. Its relationship with other regulatory bodies would have to be clarified in the legislation. A planning board would have a broader authority than is contemplated under the northern land use planning program; thus its functional relationship to that program would have to be closely examined.

Some other considerations were identified by the study as germane to planning for the Lancaster Sound region. One was the need to redefine the region's boundaries to reflect more accurately the implications of ecological relationships, renewable resource use patterns, and potential industrial activities.

Planning objectives that strive to balance local, regional and national goals will have to be established at the outset. A set of general principles prepared by a workshop sponsored by the Canadian Arctic Resources Committee in November 1979 could provide the basis for formulating these objectives. They have been endorsed by the region's communities, the Inuit Tapirisat of Canada, and the Baffin Region Inuit Association and have received a considerable measure of general support from government and industry. These tentative planning principles are as follows: to maintain biological productivity and environmental quality; to consider the interrelationships between biological, technical and social concerns in making decisions for formulating policies; to take into account the potential and cumulative impacts of all activities and their interactions in developing management and environmental protection measures; to give northern residents the information and means to exercise their special rights and responsibilities; to provide protection for special areas and some species or components of the ecosystem; to take a regional and long-term management approach; and to include accident prevention or clean-up mechanisms in project evaluations.

There is a great need for a comprehensive identification of ecologically significant areas and habitats, and a process that, operated in conjunction with the land use planning system, would apply appropriate protection. Knowledge is still far from adequate in many areas, one being how renewable resource harvesting could be enhanced to provide a stable long-term economic base for the region.

#### Beyond the Green Paper

Because a consensus on the optimum future use of the Lancaster Sound region may take some time to reach, six interim steps are proposed to continue the momentum of the green paper exercise and facilitate the evolution of the regional planning regime:

- announcement of a policy statement of the pace and timing of new resource use activities in the region;
- formulation of a comprehensive conservation policy and strategy;

- establishment in the immediate future of an ad hoc advisory committee with involvement of the Inuit residents;
- initiation of an ongoing regional planning process before further project proposals are assessed;
- provision for the modification of the membership and terms of reference of the planning body in accordance with a Nunavut claims settlement; and
- use of the tentative planning principles to evaluate all resource use options for the region.

The views of the readers and the general public on the options presented in the green paper will be vital in determining the overall framework and scope of the regional planning mechanism and its relationship to other processes and events. Arrangements are being made to provide Canadians with the opportunity to respond to the green paper; they will be announced when finalized. Ultimately all information in the green paper and the expression of public option will contribute to the decisions on the future uses of Lancaster Sound that must be made by the Minister of Indian Affairs and Northern Development and his Cabinet colleagues.

**The green paper contains five appendices.**

Appendix A describes the physical and biological features, hunting, fishing and trapping patterns, commercial activities, and the socio-economic characteristics of the region. Coloured composite maps to illustrate these characteristics were derived from superimposed maps of individual variables as shown in the data atlas.

Appendix B examines activities that might take place in the Lancaster Sound region during the next 20 years, including year-round shipping, mining, hydrocarbon exploration and development, establishment of parks and reserves, and community-based tourism.

Appendix C itemizes existing projects and current proposals for shipping and non-renewable resource exploitation, including hydrocarbons and minerals.

Appendix D describes the organization and methodology of the Lancaster Sound Regional Study and lists participants.

Appendix E provides a list of the supporting documents, including the reports and transcripts of meetings and workshops from the public review phase.

## Chronology of Events

1968 - Department of Indian and Northern Affairs grants oil exploration permits in Lancaster Sound to Magnorth Petroleum Ltd.

1971 - Magnorth begins seismic studies.

1974 - DINA gives approval-in-principle for Norlands Petroleum (a subsidiary of Magnorth) to drill one well in Lancaster Sound.

1977 - Approval-in-principle lapses when Norlands does not meet DINA requirements.

- Norlands' proposal referred to Environmental Assessment Panel.

1978 - Environmental Impact Statement (EIS) guidelines issued.

1979 - Environmental Assessment Review Panel hearings conclude that assessment of exploratory drilling in Lancaster Sound cannot be made in isolation from broader issues; panel recommends a comprehensive investigation of region.

- Lancaster Sound Regional Study set up and announced to Baffin Regional Council.

1979 - 80 Compilation of data base, data analysis, preparation of maps, community visits, distribution of preliminary data atlas for community input; publication of background reports, preparation of draft green paper.

1981 - February - Hon. John C. Munro releases draft green paper in Frobisher Bay.

- April - public review phase begins.

- community meetings held in Pond Inlet, Arctic Bay, Resolute and Grise Fiord.

- ITC/BRIA Planning Workshop held in Frobisher Bay.

- May - Public workshops held in Resolute and Ottawa.

- July - Minister of INAC announces Land Use Planning Program.

- August - Draft of report on workshops completed by chairman Peter Jacobs.
- Sept-Dec - Green Paper rewritten incorporating comments from the public review.

1982

- January - Final text of Green Paper approved.
- May - Release of People, Resources and the Environment, (report on the public review phase) by Peter Jacobs.
- July - Release of the final Green Paper in Pond Inlet, by the Hon. John C. Munro.

Planned:

- July - October - written responses to green paper received from industry, conservationists, southern public etc.
- October - publication of Lancaster Sound Data Atlas.
- October - Consultation Workshop in Lancaster Sound region.
- November - presentation of public response to Minister.

LANCASTER SOUND REGIONAL STUDY

LIST OF PUBLICATIONS

All About the Green Paper

Draft Green Paper:	<u>The Lancaster Sound Region: 1980-2000</u>
Background Reports: No.	I <u>Selected Physical Characteristics</u> II <u>Selected Biological Characteristics</u> III <u>Socio-Economic Characteristics</u> and Conservation Interests IV <u>Non Renewable Resources and Transport</u> V <u>Jurisdictions and Legislation</u>

Preliminary Data Atlas

People, Resources and the Environment: Report on the public review phase by Peter Jacobs

Green Paper: The Lancaster Sound Region: 1980-2000  
Issues and Options on the Use and  
Management of the Region

Lancaster Sound Data Atlas: publication September 1982

Report of the Environmental Assessment Panel<sup>1,2</sup>  
Lancaster Sound Drilling

Publications are available from Lancaster Sound Regional Study, Indian and Northern Affairs Canada, Ottawa, Ontario K1A 0H4 (819) 997-0223.

<sup>1</sup>Not available in Inuktitut

<sup>2</sup>Available from the Federal Environment Assessment Review Office, Ottawa, Ontario K1A 0H3



NOTES FOR REMARKS  
ON THE RELEASE OF THE  
LANCASTER SOUND GREEN PAPER  
BY THE  
HON. JOHN C. MUNRO  
MINISTER OF INDIAN AND NORTHERN AFFAIRS  
AT POND INLET, N.W.T.  
JULY 30, 1982

FIRST OF ALL, I WOULD LIKE TO SAY THAT I AM VERY PLEASED TO BE HERE IN POND INLET DURING THE SEASON WHEN NATURE IS AT ITS MOST BOUNTIFUL. I UNDERSTAND BECAUSE OF THE BUSY HUNTING AND FISHING SEASON, THIS IS NOT THE BEST TIME OF YEAR TO MEET WITH YOU TO DISCUSS YOUR CONCERNS, BUT THESE ISSUES ARE IMPORTANT AND I APPRECIATE THAT SOME OF YOU WHO ARE HERE TODAY TOOK TIME AWAY FROM BEING IN CAMP.

AS WELL, I APPRECIATE THE WAY YOUR ORGANIZATIONS AND SUPPORTERS IN OTTAWA HAVE PRESENTED ME WITH YOUR POINTS OF VIEW AND YOUR CONCERNS. WE ARE ALL AWARE THAT IT TAKES TIME AND THE CO-OPERATION OF A LOT OF PEOPLE TO RESOLVE THE MANY IMPORTANT ISSUES FACING THE NORTH IN GENERAL, AND THIS REGION IN PARTICULAR. IT IS THE GOVERNMENT'S RESPONSIBILITY TO LISTEN TO THE VARIOUS POINTS OF VIEW AND MAKE DECISIONS THAT RECONCILE THEM.

THIS IS WHY IT IS DIFFICULT TO ARRIVE QUICKLY AT ANSWERS TO QUESTIONS THAT ARISE AS THE INUIT PURSUE THEIR LAND CLAIMS, AND INDUSTRY PURSUES ITS INTEREST IN OIL, GAS AND MINERALS. AT TIMES, SOME CIRCUMSTANCES FALL BEYOND GOVERNMENT'S AND INDUSTRY'S CONTROL - SUCH AS FLUCTUATING WORLD PRICES FOR THE RESOURCES WE DEVELOP, THE FOOD WE BUY AND THE OTHER PRODUCTS -- LIKE SEALSKIN -- THAT WE SELL.

THESE FACTORS AND OTHERS HAVE A BEARING ON THE LANCASTER SOUND GREEN PAPER WHICH I AM PRESENTING TO YOU AND ALL CANADIANS TODAY.

THE LANCASTER SOUND GREEN PAPER IS PART OF THE LENGTHY -- AND LEGITIMATE -- PROCESS OF ZEROING IN ON THE SALIENT FACTS. IT WILL PROVIDE THE CONTEXT FOR LONG-TERM REGIONAL PLANNING IN ORDER TO ARRIVE AT BALANCED DECISIONS ABOUT THE USE AND DEVELOPMENT OF NORTHERN LANDS AND RESOURCES.

BECAUSE IT IS THE FIRST SUCH INTENSIVE PLANNING EXERCISE, IT HAS TAKEN A LONG TIME, MUCH DELIBERATION AND CONSULTATION, EXPERIMENTATION AND RESEARCH. THE LANCASTER SOUND REGIONAL STUDY WORKING GROUP AND THE COMMITTEE WHICH DIRECTED IT, REFLECTS REPRESENTATION FROM FIVE FEDERAL DEPARTMENTS AS WELL AS THE GOVERNMENT OF THE NORTHWEST TERRITORIES AND WITH THE ASSISTANCE OF PRIVATE CONSULTANTS. IT BROUGHT TOGETHER ALL THE AVAILABLE INFORMATION ON THE LAND, SEA, BIRDS AND ANIMALS, MINERAL RESOURCES, CLIMATE AND ICE, FROM THE INUIT AND FROM SCIENTIFIC SOURCES, AS WELL AS CURRENT AND PROPOSED DEVELOPMENT ACTIVITIES. THE INFORMATION COLLECTED WAS ORGANIZED INTO MAPS WHICH WERE BROUGHT TO THE COMMUNITIES TO BE REVIEWED BY THOSE FAMILIAR WITH THE LAND.

THE INFORMATION GAINED WAS PUBLISHED IN A SERIES OF BACKGROUND REPORTS, A PRELIMINARY DATA ATLAS AND A DRAFT GREEN PAPER WHICH I RELEASED IN FROBISHER BAY IN 1981.

THE DRAFT GREEN PAPER PRESENTED A SUMMARY OF ALL THE SCIENTIFIC, SOCIAL AND ECONOMIC INFORMATION, AS WELL AS CURRENT AND PROPOSED PROJECTS IN THE REGION. IT DID NOT, AS YOUR REPRESENTATIVES POINTED OUT, PRESENT ANY SPECIFIC COURSES OF ACTION THAT YOU COULD CONSIDER AND DISCUSS. IN FACT, THE PURPOSE OF THE DRAFT GREEN PAPER WAS TO STIMULATE THE PUBLIC DISCUSSIONS THAT FOLLOWED IN APRIL 1981 IN ALL FOUR COMMUNITIES OF THIS REGION, AS WELL AS IN RESOLUTE AND OTTAWA. DURING THESE WORKSHOPS, INUIT, INDUSTRY, GOVERNMENT, CONSERVATIONISTS AND OTHER INTERESTED PEOPLE MET AND PUT FORWARD THEIR VIEWS ON THE FUTURE USE AND MANAGEMENT OF LANCASTER SOUND.

THIS PUBLIC REVIEW WAS CHAIRED BY PROFESSOR PETER JACOBS OF THE UNIVERSITY OF MONTREAL, WHOSE REPORT PEOPLE, RESOURCES AND THE ENVIRONMENT WAS RELEASED AT THE END OF MAY AND WAS MADE AVAILABLE THROUGHOUT THE NORTH, AS WELL AS IN SOUTHERN CANADA.

THROUGH THE PROCESS OF PUBLIC REVIEW AND THIS REPORT, MY OFFICIALS AND I HAVE SOUGHT TO CLARIFY THE ISSUES AND CONCERNS FROM ALL QUARTERS, NORTH AND SOUTH, IN PREPARATION FOR TACKLING THE KEY PLANNING DECISIONS. THESE VARIED VIEWS ARE WELL REFLECTED IN THE FINAL GREEN PAPER AND PROVIDE A GOOD BASIS FOR MOVING INTO THE PLANNING STAGE.

THE CONCEPT OF THE GREEN PAPER WAS TO PREPARE THE GROUND AND PROVIDE THE INFORMATION FOR AN INITIAL ATTEMPT AT THE KIND OF LONG-RANGE PLANNING WHICH WOULD WEIGH AND ACCOMMODATE THE SOMETIMES CONFLICTING INTERESTS OF THE INUIT AND INDUSTRY, THE REGION AND THE NATION.

THE PUBLIC REVIEW PHASE SHOWED THAT SPECIFIC OPTIONS WERE NEEDED FOR DISCUSSION. THE GREEN PAPER HAS COMPLIED WITH THIS DESIRE. THE WORKSHOPS HELD IN THE NORTH AND IN SOUTHERN CANADA ALSO REVEALED - PERHAPS SURPRISINGLY - AGREEMENT FROM ALL SIDES ON CERTAIN ISSUES:

THOUGH THEIR VIEWS OF HOW AND WHAT IT SHOULD ACCOMPLISH ARE SOMEWHAT DIFFERENT, INUIT AND INDUSTRY ALIKE SUPPORTED THE IDEA OF LONG-TERM REGIONAL PLANNING FOR LANCASTER SOUND IN WHICH ALL PARTIES WOULD HAVE A STRONG VOICE. MY COLLEAGUES AND I AT BOTH THE FEDERAL AND TERRITORIAL LEVELS OF GOVERNMENT SHARE THIS VIEW. FURTHERMORE, INDUSTRY AGREES WITH INUIT AND THE GOVERNMENT THAT AN EXPEDITIOUS SETTLEMENT OF THE INUIT CLAIMS IN THE NWT IS BENEFICIAL AND NECESSARY TO EVERYONE. AS WELL, BOTH INUIT AND INDUSTRY ARE TELLING THE GOVERNMENT THAT ITS NORTHERN POLICY MUST BE CLEARER AND MORE COMPREHENSIVE TO DEAL WITH THE WHOLE, RATHER THAN BITS AND PIECES. FINALLY, EVERYONE IS AGREED THAT THE ECOLOGY OF LANCASTER SOUND IS UNIQUE AND MUST BE PROTECTED FOR FUTURE GENERATIONS, WE AGREE THAT THIS PROTECTION

INCLUDES THE LIFESTYLE OF THE INUIT WHO STRONGLY WISH TO MAINTAIN THEIR ABILITY TO CHOOSE THE DEGREE TO WHICH THEIR WAY OF LIFE COMBINES THE TRADITIONAL AND QALLUNAAT ECONOMIES.

AT THE SAME TIME, THE OIL AND GAS RESOURCES OF THE WESTERN AND HIGH ARCTIC ARE BEING ACTIVELY EXPLORED AND ARE MOVING CLOSER TO THE POSSIBILITY OF BEING DEVELOPED. IF THESE RESOURCES ARE TO BE DEVELOPED, SOME WAY WILL EVENTUALLY HAVE TO BE FOUND OF MOVING THEM TO SOUTHERN MARKETS. YOU ARE WELL AWARE OF THE ARCTIC PILOT PROJECT AND YOUR REPRESENTATIVES HAVE PRESENTED STRONG VIEWS ABOUT IT AT THE NATIONAL ENERGY BOARD HEARINGS. ALSO PROPOSALS BEING PUBLICIZED BY OPERATORS IN THE BEAUFORT HAVE OBVIOUS RAMIFICATIONS FOR THIS REGION.

ALL THESE QUESTIONS AND CONCERNs WERE EXAMINED BY THE LANCASTER SOUND WORKING GROUP AND STEERING COMMITTEE FOLLOWING THE PUBLIC REVIEW. AS I MENTIONED EARLIER, THE PUBLIC REVIEW HAD ASKED FOR SCENARIOS WHICH RANGED FROM NO DEVELOPMENT TO FULL STEAM AHEAD. THE WORKING GROUP DREW UP SIX SCENARIOS WHICH I AM ASKING YOU, ALONG WITH INDUSTRY AND ALL CANADIANS, TO DISCUSS AND CONSIDER AND PRESENT YOUR RECOMMENDATIONS TO ME IN THE COMING MONTHS. ASSUMING FULL AGREEMENT ON THE PRINCIPLE OF RESPECT FOR PEOPLE AND ENVIRONMENT, AND RECOGNIZING THE DIFFER AND CHANGING NEEDS OF BOTH NORTHERNERS AND CANADIANS GENERALLY, PLANNERS NEED TO KNOW PEOPLE'S CURRENT AND FUTURE INTERESTS.

THE TWO EXTREME SCENARIOS, AS I HAVE JUST MENTIONED ARE: NO NEW DEVELOPMENT OF ANY KIND, AND FULL-SCALE INDUSTRIAL DEVELOPMENT WITHIN THE EXISTING REGULATORY CONTEXT. THE OTHERS ARE:

- PROTECTION OF THE ENVIRONMENT BY IMPLEMENTATION OF COMPREHENSIVE CONSERVATION STRATEGY BEFORE FURTHER DEVELOPMENT;
- DEVELOPMENT OF RENEWABLE RESOURCE BASED ECONOMY;
- DEVELOPMENT OF THE NORTHWEST PASSAGE AS A YEAR-ROUND SHIPPING LANE WITH INDUSTRIAL DEVELOPMENT LIMITED TO SHIPPING SUPPORT;
- BALANCED DEVELOPMENT OF RENEWABLE AND NON-RENEWABLE RESOURCES BASED ON CAREFUL PLANNING WITH DUE REGARD TO SOCIAL AND ENVIRONMENTAL IMPACTS.

THE PUBLIC REVIEW ENDORSED THE CONCEPT OF REGIONAL LAND USE PLANNING. MY CABINET COLLEAGUES SHORTLY AFTERWARDS ACCEPTED MY PROPOSAL FOR A LAND USE PLANNING POLICY FOR THE NORTH. OVER THE LAST YEAR, OFFICIALS OF MY DEPARTMENT HAVE BEEN WORKING WITH NORTHERNERS TO DEVELOP THIS POLICY.

THE NORTHERN LAND USE PLANNING IS DESIGNED TO RESOLVE CURRENT AND EMERGING LAND USE CONFLICTS, MANY OF WHICH HAVE NATIONAL, AS WELL AS REGIONAL SIGNIFICANCE. THE PROGRAM WILL INVOLVE REPRESENTATIVES OF NATIVE ORGANIZATIONS AS WELL AS ALL RELEVANT LOCAL, REGIONAL AND FEDERAL GOVERNMENT AGENCIES WITH RESPONSIBILITIES FOR, OR INTEREST IN, SOME ASPECTS OF LAND USE PLANNING WHETHER NATIONAL, TERRITORIAL, REGIONAL OR LOCAL.

PUBLIC PARTICIPATION IS A KEY ELEMENT IN MAKING LAND USE PLANNING WORK EFFECTIVELY IN THE NORTH. GIVEN THE NEED FOR DETAILED CONSULTATIONS AND INVOLVEMENT BY MANY PARITIES, I RECOGNIZE IT WILL TAKE TIME TO CREATE A PLAN THAT WILL MEET YOUR NEEDS AND ASPIRATIONS AND AS WELL, ACCOMODATE THE NATIONAL NEEDS. I AM CONFIDENT THAT CO-OPERATION AT THE WORKING LEVEL FROM THE EARLIEST STAGES WILL ENABLE YOUR REPRESENTATIVES, MY OFFICIALS AND OTHER SECTORS TO SATISFACTORY DEFINE GOALS FOR THIS REGION.

IN THE MEANTIME, I WOULD LIKE TO ASSURE YOU THAT ANY STRUCTURES PUT IN PLACE PRIOR TO THE CLAIMS SETTLEMENT WILL BE SET UP IN SUCH A WAY THAT THEY CAN BE CHANGED AND ADAPTED TO RESPECT THE AGREEMENT THAT WILL EMERGE BETWEEN YOUR REPRESENTATIVES AND MY NEGOTIATORS.

IN THE LAND CLAIMS FORUM AND IN PUBLIC REVIEWS RELATING TO THE ARCTIC PILOT PROJECT, YOU HAVE VOICED CONCERNs ABOUT THE IMPACT OF DEVELOPMENT THROUGHOUT THE ARCTIC AND PARTICULARLY ABOUT

TANKER TRAFFIC IN LANCASTER SOUND. YOU HAVE STRESSED YOUR WISH TO SETTLE LAND CLAIMS BEFORE MAJOR DEVELOPMENTS ARE APPROVED. I HAVE ENCOURAGED YOU TO PROCEED WITH YOUR LAND CLAIMS NEGOTIATIONS WHILE ENVIRONMENTAL AND PLANNING EXERCISES, SUCH AS THE GREEN PAPER, ARE PROGRESSING. IT IS THROUGH THE LAND CLAIM PROCESS AND LAND USE PLANNING THAT YOUR ROLE IN LAND AND ENVIRONMENTAL MANAGEMENT CAN BE CLARIFIED AND REALIZED.

FINALLY, I HAVE SAID THAT ALL CANADIANS WOULD HAVE THE OPPORTUNITY TO EXPRESS THEIR VIEWS ON THE GREEN PAPER BEFORE ANY DECISIONS ARE MADE. THE WORKSHOP FORMAT IS PROBABLY THE BEST VEHICLE FOR YOUR COMMUNITIES.

IN ADDITION, THERE WILL BE AN OPPORTUNITY FOR YOU TO DISCUSS THE NATURE OF REGIONAL PLANNING IN GENERAL TERMS BEFORE GETTING DOWN TO THE SPECIFICS FOR THE FUTURE MANAGEMENT OF LANCASTER SOUND.

THE NORTH IS NO LONGER ISOLATED FROM WORLD AND NATIONAL EVENTS. IT IS THEREFORE ESSENTIAL THAT YOU PARTICIPATE DIRECTLY IN PLANNING THE BEST USE OF LAND AND RESOURCES IN AND AROUND YOUR COMMUNITIES. THIS IS ONE IMPORTANT WAY IN WHICH OUR MUTUAL OBJECTIVES OF BALANCED AND RESPONSIBLE SOCIAL AND ECONOMIC DEVELOPMENT IN THE NORTH MAY TAKE PLACE.



